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MANAGERS FOR LOCAL GOVERNMENT

a study

The Discussion Papers
#2: Career Planning



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MANAGERS
FOR
LOCAL
GOVERNMENT
A Study

THE DISCUSSION PAPERS
II. CAREER PLANNING

Advisory Services Branch
Ministry of Treasury,
Economics and Inter-
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Toronto, Ontario

Fall 1976

In January of 1976 this Branch launched a study titled Managers for Local Government, the objective of which is to predict the qualitative and quantitative requirements for local-government managers over the next ten years, and to recommend methods by which needs can be met.

A questionnaire was sent to all municipal clerks, treasurers, chief administrative officers and personnel officers. The responses were compiled and analysed in a report titled "The Data Base", released in June of this year. A similar questionnaire to council members has been analysed, and comparisons have been drawn with the analysis of the questionnaires to appointed officials. The questionnaires were backed by interviews in nearly 100 municipalities.

Using primarily those sources of data and opinions, this paper has been produced as the second in a series of papers to be issued in the next few months. Other topics addressed will be:

- Manpower Planning
(now in circulation),
- Organizations and Management
Development,
- Recruitment,
- Education and Training,
- A Summary of Issues for Action.

These papers and their provisional conclusions will be discussed with municipal associations, professional groups, individual municipal staff members and councillors, educators and opinion leaders.

A second series of papers, with more definitive recommendations, will follow. Discussions resulting from these papers will lead to the final report, which is planned for the summer of 1977.

E.A. Gomme
Director
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LOCAL
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THE DISCUSSION PAPERS
11. CAREER PLANNING

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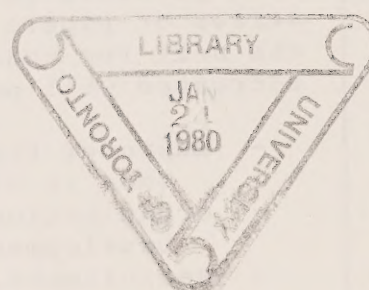


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FOREWORD

This examination of career planning for managers in local-government in Ontario will centre on the needs of the individual, rather than on the needs of the organization. In any successful and operative manpower planning system, the organization's needs will be closely matched to the individual manager's skills, experience, career aspirations and capabilities; manpower planning and career planning should be totally interactive.

As has been concluded in the discussion paper on Manpower Planning, the first in this series, there is, in fact, little manpower planning taking place in Ontario municipalities; certainly, there is no inter-municipal manpower planning. The premise of this paper is that individual municipal managers perceive the need to plan their careers and, in so doing, confront major difficulties.

This paper will examine existing attitudes and concerns toward career planning, both on the part of the individual and the municipal organizations.

This paper will also examine problems being confronted by individuals in attempts to foster career patterns, especially those problems inherent in municipal-government structure and the groups and associations that represent local government.

Most of the data used in this paper were drawn from the questionnaires sent to both municipal managers and municipal councillors earlier this year. Some statements are based on responses given during interviews with both managers and councillors.

Included in the paper are examples of career-planning systems and methods or elements that are practiced in other comparable jurisdictions. It is anticipated that discussions stemming from this paper will determine if any of these examples are applicable to the Ontario local-government scene, or if any career planning assistance is, indeed, needed.

Personal comments on this paper or sections of the paper are invited from people involved in local government. Many municipalities have made this study a topic for meetings of department heads.

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WHAT IS CAREER PLANNING?

A career is not just a series of jobs. It is consecutive progressive achievement within a specific field or profession, for which a person trains and which is perceived as a permanent calling or commitment.

Career planning is the conscious program of consecutive achievement laid out by a person and leading toward a goal. It outlines the steps leading toward that goal. It outlines the developmental programs which must be taken to achieve that goal.

A career cannot be planned in a void.

Municipal management must be recognized by its practitioners as a discipline before active career planning can take place within the field. No one can plan a career until he is aware of the level of expertise that is demanded. He must be aware of the basic skills and talents which must be brought to the field and the degree to which these must be applied.

It is important for the individual to know the basic level of education that is considered necessary for entrance to the field. He must be aware of the value attached to attaining additional levels of knowledge and experience, once in the field. He must be able to see a rational series of "rungs" on a career ladder with each rung demanding an increased ability to apply skills and talents.

WHAT IS PROFESSIONALISM?

Professionalism is the binding force in career planning. Without a professional attitude toward a discipline there can be no career planning for individuals in that field.

For a professional attitude to exist, it is necessary for those in the field to look on their work as a discipline. Many have argued that management cannot be considered as a discipline, at least in the traditional sense; however, this attitude is rapidly changing. The noted management expert, Peter Drucker, has said: "Management... is a discipline, or at least capable of becoming one. It is not just common sense. It is not just codified experience. It is at least potentially an organized body of knowledge."¹ Drucker goes on to state that a discipline is an organized body of knowledge that is applicable everywhere in the field. In the Ontario municipal scene this would mean a common education and experience requirement for professionals in local government.

Being professional means applying the technical and ethical standards which have been accepted for a specific field of endeavour. These standards can be formally adopted, as is the case in such professions as medicine, law, and engineering; or informally established as is the case in disciplines such as teaching and accounting. Professionalism within municipal management fits into the latter category,

¹Drucker, Peter F., Management: Tasks, Responsibilities, Practices, Harper and Row Publishers, New York, 1973.

for the most part. There are no certified academic programs which must be completed before entry into the discipline as is the case in medicine, law, or engineering. There are no professional examinations, such as the Bar exams in law. There are no formally established ethics codes as in medicine, nor disbarment procedures for those who do not meet the code of ethics. There is no organization of peers to oversee the strict application of ethics and technical standards.

Regardless of the "type" of professionalism--formal or informal--there must be general agreement among those involved in the field as to the skills or talents that must be displayed. There will also be levels of proficiency, informally drawn up but understood by all.

Individually and collectively, those involved in a specific field of endeavour must accept or develop a level of excellence for their profession. Once this is accomplished, they must endeavour to take all steps to ensure that this level is achieved and maintained. Individuals must be expected to compare their abilities to the accepted standard, and take any steps necessary to fill gaps that might appear. Peers, generally, also apply subtle pressure to individuals who do not meet accepted standards.

The key to professionalism, then, is the identification of a standard that should be met by all those in the discipline. This usually means the identification

of a body of knowledge that must be attained, and the application of that knowledge to the field. This knowledge may be gained formally through education programs or informally through dialogues and exchanges of techniques, experiences, and philosophies among members of the group.

Of course, a necessary element of professionalism is a mechanism through which members can make those exchanges, conduct dialogues, and compare their level of excellence with their peers. This mechanism often takes the form of an association that establishes basic requirements for membership.

At the moment these elements do not appear to be present within municipal administration. The body of knowledge has not been formally agreed upon. There is no rational approach to the relative demands, skill requirements, or even the salaries for related jobs. There is no recognizable pattern for career progression.

To achieve professionalism for municipal management it would appear necessary to have:

- a conscious, early commitment by individuals to local government as an employer;
- a recognition by both individuals and municipal governments of the qualities required in municipal managers;
- an expectation of excellence imposed on individuals by themselves and by their counterparts in the field.

When one municipality runs into a problem, you know it reflects on municipal government as a whole. But what do you do? If you try to help them they might think you are meddling. If you don't try to help you feel you have been negligent to your profession.

Statement made by a municipal manager during an interview.

MOBILITY AND CAREER PLANNING

Since the word "career" means, in part, progressive achievement, it follows that a person planning a career will move from job to job, each with a differing or higher level or responsibility. There are many considerations which must be examined in job changes, particularly if the job involves a change in employer.

Since most municipalities in Ontario have a limited number of management jobs, and, therefore, little room for internal career development, it follows that most career planning will involve a change in municipal employer. If career planning is to be most effective, municipal government must be considered as one corporate employer by the individual.

Considering all local-government employment as a single pool, the individual can look to over 7,000 existing management jobs and a turnover of something in the order of 350 jobs per year, as well as a predicted 800 new management positions over the next ten years.² The single, corporate approach allows for the diversity of jobs which is necessary for career planning, and the dynamic growth in employment which is also required. It must be admitted that this approach is tenuous because municipalities do not now look on themselves as a corporate employment unit, but as individual employers.

²For a full examination of the manpower picture in municipal government, see Manpower Planning, the first in this series of discussion papers.

Among the questions which will be asked by an individual when considering a change of employer are:

- Does the new job provide me with a sufficient increase in responsibilities and challenges to warrant a change?
- Does the salary of the new job reflect the increased responsibility and any changes in cost of living which I might find in a new municipality?
- Can my existing pension and retirement plans be transferred to the new employer?
- Will it help my career to make this move?

ATTITUDES TOWARD MOBILITY

Managers of municipal government, contrary to popular opinion, are a highly mobile group. A questionnaire to managers showed that, of the 515 respondents, 63% had been with their present municipality less than 10 years, and 53% had held their present job less than five years. There were few significant variances in these percentages across the broad spectrum of types of managers surveyed or the size of the municipality, although mobility appeared to be at its least among rural municipalities in the south and among those positions at the lower end of the salary scale and highest among those employed in small northern municipalities and those at the upper end of the salary scale.

Both managers and council members were asked on questionnaires to predict the most likely source from which new managers would be recruited. Percentage response rates from the 515 managers, with responses from the 526 council members in brackets, were: internal promotion, 31% (36%); management trainees, 10% (10%); other municipalities, 23% (21%), other levels of government, 10% (8%), private enterprise, 20% (20%); other, 4% (7%). In the case of both managers and council members, nearly half did not respond to this question.

Roughly half the managers surveyed predicted they would change jobs within the next 10 years, while roughly

25% were unable to respond to the question. Among those predicting a new job, 22% felt it would be with the same municipality in a position of greater responsibility, 32% felt it would be with another municipality, 20% predicted they would take employment with another level of government; 18% expected employment in private enterprise. Among those who predicted a job change, 62% said this would be because of a promotion or better promotional opportunities elsewhere and 52% said it would be the result of better salaries elsewhere. (Figures amount to more than 100% because many managers indicated more than one answer).

In the questionnaires, 19% of the managers and 11% of the council members said a thorough knowledge of the municipality was required in all applicants for management jobs. With few exceptions, these respondents came from rural and small municipalities in southern Ontario.

Taken as a whole, these statistics indicate that mobility among municipal managers is beginning to be taken as a matter of course in career development. They also indicate that many council members look to a mobile, experienced cadre of municipal managers as the solution to staffing their own municipalities.

When asked during interviews about their attitudes toward mobility, managers indicated it was not a question of changing municipalities, but often a case of what length of time it would be appropriate to stay in one municipality before moving to another.

Get experience in several fields. If you are heading for the top, become a generalist fast. Don't panic and run every time your progress slows down or you'll be known as a job hopper. But don't rule out job switching because of too much loyalty. Practice the "ping-pong ploy", trading line jobs for staff jobs and back again.

Excerpt from Business
Week, October 12, 1974.

IMPEDIMENTS TO MOBILITY

While it has been shown that intermunicipal movement is one of the chief methods of recruiting and developing managers, it is apparent that there are a number of barriers to intermunicipal movement. These include: lack of portability of benefits, promotion from within, the second-in-command syndrome, the native-son syndrome, unidentified education and experience needs, removal expenses, salaries, lack of performance feedback, and advertising procedures. Each of these topics will be examined separately.

I. Portability of Benefits

It is generally accepted that intermunicipal movement has increased substantially since the introduction of Ontario Municipal Employees Retirement System (OMERS). Nearly all large and medium-sized municipalities have joined OMERS since it was inaugurated in 1963, and pension contributions to the plan are mandatory for all employees of member municipalities. The plan is portable within member municipalities.

The "boom" in inter-municipal movement began also in the 1960's. It is perhaps simplistic to suggest OMERS was the reason, but not unacceptable to suggest OMERS was a main reason, along with the increasing mobility of the general Canadian population and the rapidly increasing salary and wage schedules of the decade.

Prior to OMERS, municipalities usually had individual pension plans, but, in the main, they were not portable. This still holds true for those municipalities which are not members of OMERS.

Today, many municipalities have pension or retirement schemes supplementary to OMERS, and usually these are not portable. Individuals with significant sums of money tied to non-portable plans will generally be reluctant to move, while it is these highly-experienced managers who are most in demand for intermunicipal movement.

Municipalities also offer varying vacation and sick-leave credit plans. An employee with four weeks vacation, earned through length-of-service in one municipality, may not want to assume a job of increased responsibility in another if he is required to revert to two weeks vacation.

Generally, items such as vacation and sick-leave are considered as points for "bargaining" at the time of recruitment; however, this poses the problem of setting a precedent and establishing an "exception" in a municipality's personnel policy regarding leave and length-of-service.

II. Promotion From Within

The appealing aspects involved in adopting a "promotion from within" policy for an organization are:

- it is easier to judge the attitudes and skills of inside, known staff members than outsiders.
- the morale of existing staff members is positively affected by internal promotion and negatively affected by recruitment from outside the organization.

Promotion to a higher rank carries with it implicit requirements for higher qualifications and a higher level of competence. If promotion from within is the policy of an organization, it is incumbent on the organization to ensure that staff members are given the opportunity to gain the necessary skills. This development will often involve participation in courses or seminars, and certainly involve discussions with peers at association meetings. Results from both the questionnaire to council members and the questionnaire to managers indicate that the vast majority of municipalities do not have a budget for training and development, or even for conferences and conventions. Despite this, development does take place and conferences are attended, indicating that municipalities are providing developmental activities, but not in a rational, "professional" manner.

There are many who suggest that promotion from within is not always the most suitable method for filling management vacancies. They argue that all senior staff vacancies should be advertised widely and that the most qualified applicant, from inside or outside the organization, should be hired. They further argue that this method of recruitment does not adversely affect staff morale, for these reasons:

- staff members know, providing they have qualifications for the new job, they will have an edge over outside applicants because they are known to the recruiting team and have a proven record with the organization;

- staff members are aware that they will not automatically be promoted unless they have demonstrated the qualifications necessary for new jobs--a healthy competitiveness is achieved;
- there are always more people seeking promotion than there are jobs available, and jealousies among those not promoted can weaken the effectiveness of an administration.

A policy of open recruitment, as opposed to promotion from within, generally assures that the most qualified person is selected. It requires a conscious decision to inject "new blood" into an organization that, for many reasons, may need revitalizing; or it recognizes that the job requirements cannot be filled by existing staff.

Open recruitment also assists local government in adopting a professional, corporate attitude toward municipal management by creating opportunities and challenges for the staff in all municipalities.

My career is with local government, but there are so few promotions available here (in this town) that I will have to move on, and that is difficult because you don't hear of the jobs until they have already been filled from within.

Statement made by a mid-management employee during an interview.

III. Second-in-Command

A municipality can commit itself, and effect management development, by the use of the second-in-command structure.

Many municipalities have created the position of "deputy" to department heads. This traditionally means that the deputy will automatically be appointed to the senior position when it becomes vacant. If the deputy is not chosen he is considered to have been passed by, and his reputation is negatively affected.

Discussions with senior and mid-management people throughout the Province have shown that usually the position of deputy is a line position, as opposed to a staff function. The treasurer, as an example, will be involved in personnel, policy recommendations, and policy administration. The deputy-treasurer, on the other hand, will be overseeing the day-to-day technical aspects of the department, controlling systems rather than staff, and concerned with volume and efficiency rather than policy and effectiveness.

Requirements for the jobs of chief and deputy are, then, quite different. A person who performs well in the line function as deputy may not have the resources to perform well in a staff function. Many municipalities are now establishing "assistant" positions rather than deputies. This is particularly true in the larger municipalities where the line function requires more than one person to

handle the various technical aspects of the job. There is no anticipation of automatic promotion as there is with the title of deputy. An assistant who is not selected for promotion is not considered to have been "passed over", while a deputy would be since he is seen throughout the organization as the "heir apparent".

Interviews with municipal managers have suggested that the title of deputy is useful only when the "chief" is about to retire or otherwise vacate the post, and where it is necessary to select and train another individual to assume the job in a relatively short period of time. The municipality can, in this situation, quite comfortably commit itself to the deputy. With the short time period involved, there is little chance that the senior job's requirements would change, through changes in the personalities of other senior managers, technological developments, policy emphasis, or other factors.

IV. Native Son

Many municipalities, especially the smaller ones, insist that a thorough knowledge of the municipality is more necessary for new management staff than any other single attribute. This attitude all but negates career planning within local government as a whole.

A typical career path for a recent graduate of a municipal-administration course would begin in a small municipality. If only native sons are hired, the graduate cannot even begin his career path. Even those who begin

their careers in minor positions with large municipalities will generally seek out a senior position in a small municipality as one of the steps in their career path. Again, this step becomes impossible because of the local son syndrome.

V. What Needs To Be Learned

One of the major complaints heard from municipal employees is that they have no way of determining what qualifications they should acquire in order to promote their careers. While it has been said that management is a discipline, and that a discipline is a recognized body of knowledge, there has been little attempt in Ontario to identify this body of knowledge. This subject will be more thoroughly examined in the fifth of this series of discussion papers, Education, Training and Development.

For the purpose of this paper, it is necessary to note that career planning is extremely difficult without the individual being able to know what courses of action are most likely to qualify him for his career goal.

Sure, I'd be willing and anxious to take some courses if I only knew what was available and what value they would have to me.

Statement made by municipal manager during an interview.

VI. Removal Expenses

Many private industries, as well as the federal and provincial governments, assume all or nearly all of the costs involved in moving an employee from one location to another. This will generally include not only the cost of moving household furnishings, but also a transportation allowance and the costs involved in selling and purchasing houses. Since municipal government is not a "branch" operation, movement between municipalities is treated as an entire resignation-recruitment process, not as a transfer, and minimal removal costs are paid. This usually involves only the cost of transporting household furnishings, and in many cases, no removal expenses are allowed.

VII. Salaries

Progression in responsibility must be coincident with a progression in salary. Unless differences in job difficulty are recognized and rewarded, the rungs on the career ladder cannot be identified, or, at best, are unevenly spaced.

For the most part, salaries in Ontario municipalities tend to follow population curves. It would appear that salaries are primarily based on the ability of the municipality to pay, rather than on comparisons with related jobs. Larger municipalities generally pay higher salaries. (See attached schedule on Page 19). There are, of course, many instances where this is not true--where a small municipality will have higher salaries than a larger municipality with a long-service employee in a specific job and a larger

DISTRIBUTION OF SALARY LEVELS (MANAGEMENT) BY TYPE OF MUNICIPALITY

Type of Municipality	Salary Level											
	\$10,000 or less		\$10,001 to \$15,000		\$15,001 to \$20,000		\$20,001 to \$25,000		\$25,001 to \$30,000		\$30,001 or more	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Municipalities, other than cities, not in an upper-tier government	49	29	32	23	13	15	4	7	3	9	-	-
Municipalities, except cities, within counties	114	68	92	66	45	50	6	9	1	3	3	15
Counties	1	1	2	1	3	3	8	13	1	3	1	5
Area municipalities and boroughs which are in an upper-tier government	2	1	12	18	20	22	32	50	15	46	7	35
Cities, not part of an upper-tier municipality	1	1	1	1	7	9	8	12	9	27	4	20
Reorganized upper-tier municipalities	-	-	1	1	1	1	6	9	4	12	5	25
TOTAL	167	100	140	100	89	100	64	100	33	100	20	100

municipality with a short-term employee in the same or comparable level of job.

In many smaller municipalities the duties attached to a position such as clerk are more varied and extensive than would be the case for a clerk in a larger municipality. Some isolated municipalities, particularly in northern Ontario, tend to pay higher-than-average salaries for municipal management positions to insure they will attract suitable candidates.

How Are Salaries Set?

In the questionnaire to council members, 83% responded that a committee of council was the vehicle used for recommending salaries. In municipalities with a chief administrative officer, he usually recommends salaries. The questionnaire to council members showed the C.A.O. to be the recommending authority in about 10% of municipalities, the personnel department in about 5% of municipalities, and individual department heads in about 15%. (Percentages total more than 100, because many respondents indicated more than one answer).

When asked on what basis salaries were set, the council members responded:

- 11% on the basis of survey information, such as the A.M.O. survey.
- 19% on the basis of awards given to members of the bargaining unit group.
- 27% on the basis of the productivity of the individual manager.
- 38% on the basis of salaries received by peers in similar municipalities.

When asked how they rated the present salaries of their municipality's management staff in comparison to peers in other municipalities, the council members responded: fair (85%), too low (13%), too high (2%). Asked how they rated their own remuneration, the council members responded: fair (70%), too low (28%), too high (2%). When municipal managers were asked how they rated their salary, they responded: fair (67%), too low (32%), too high (1%).

It is apparent that there is no single system of salary setting in use throughout municipal government. It is also apparent, as could be expected in any situation, that there are variances between employers and employees in attitudes toward the fairness of existing salaries.

When the question of inter-municipal co-operation in setting salaries has been discussed during interviews, there has been general agreement with the advisability of such co-operation.

Council members have suggested information collected from all municipalities would be helpful in setting salaries. Where salary surveys do exist (e.g., Association of Municipalities of Ontario), councillors suggested it was not applicable to their specific situation because it did not contain sufficient information about the responsibilities carried by the various job titles surveyed.

Municipal managers also expressed general agreement with inter-municipal salary surveys. They generally felt such surveys would help enhance their own salary positions,

but argued strongly that the information would be useful only if the duties and responsibilities of the types of jobs were compared to the salaries received.

Nearly all council members and the vast majority of the municipal managers, during interviews, were adamant that salary setting ultimately must remain the responsibility of the individual municipality. While there was agreement that survey information would be very useful, both managers and councillors said the municipality must express its autonomous right to establish the salaries it feels are necessary to achieve the style of management it requires. They saw salary surveys as useful in providing ranges of salaries on which the council could base its decision.

VIII. Performance Feedback

A key element in any career is performance feedback. An individual who does not get continuing feedback concerning his performance will have only his assessment of himself on which to base developmental activities and choose directions. He must know how his boss and the organization rate his capacity to perform on the job in order to make fully-rational decisions during his career.

Performance appraisal, a formal method of feedback, is nearly non-existent in municipal government, according to the questionnaire responses. Performance appraisal usually involves a written evaluation of the employee's

performance by the immediate supervisor. This appraisal is discussed by the employee and the supervisor, signed by both, and forwarded to the next level of management. If the appraisal points out deficiencies in the employee's performance, it is incumbent on the supervisor to suggest and clear the way for developmental activities that should correct the deficiency.

Performance appraisal works best when it is accompanied by a merit pay system. If the appraisal is highly critical of the employee, no merit pay is awarded. If the performance is found adequate, a normal one-step increment in salary is awarded. Exemplary performance is generally rewarded by promotion or a double increment. The merit-pay system is rarely used in local government.

There are several informal methods of performance feedback, most of which are used to some extent in local government. The most prevalent is the "if no one complains, you are safe" syndrome. This is negative, at best, and does nothing to assist the employee develop on the job. Conversations between employee and boss are also fairly common, but are usually generated by the employee in an attempt to get feedback. A good chief will make certain that he comments regularly on the quality and quantity of the employee's work and will consciously guide the employee in developing to the standard required by the organization for promotion.

Regular performance feedback provides the employee with the opportunity of knowing how his abilities are rated. He will be able to identify methods to correct deficiencies. A knowledgeable boss will be quick to inform the employee when his abilities exceed the requirements of the job. Personality problems or conflicts may also be identified, hopefully preventing undue problems.

Performance appraisal, of course, is best carried out when the boss and subordinate agree on the terms of the job. A written job description is often of value.

One of the major influences on the adoption of performance appraisal or assessment methods by local governments is the fact that the vast majority of managers report directly to council, or committees of council. Management capability cannot be judged fully at that level. The manager can judge himself only by his "batting average", that is the numbers of his recommendations that are accepted, or other superficial measures such as his ability to get along with councillors.

IX. Advertising Procedures

A frequent complaint in municipal circles is that people are not aware of job openings in municipalities not covered by the same daily newspaper. This is a particularly acute problem for those trying to get into local government.

Many municipalities advertise only in local newspapers for the vast majority of positions that become available. This is particularly true if other municipal experience is

not considered to be mandatory for the job. Smaller municipalities have been advertising in journals such as The Municipal World for clerk and treasurer positions. Some medium-sized municipalities use this magazine to recruit people into their junior and mid-management ranks.

Planning journals are usually used for planning jobs. Engineering journals carry engineering advertisements. There is no "management" journal to carry management advertisements.

In the Maritime Provinces, a new recruitment service is offered by the Maritimes Municipal Training and Development Board. Municipalities inform the board of vacancies, and the board, through a job-posting service, informs all other municipalities and their staff members. This system is too new to determine if it will become fully used, or if it, in fact, provides the type and quality of service which is deemed necessary.

JOHN DOE PLANS HIS CAREER

One of the greatest requirements for career planning is a knowledge of the skills and attributes required for specific types of municipal jobs, and a knowledge of the responsibilities of those jobs. Information can be gathered on individual jobs in individual municipalities, but there is little in the way of a general profile of the various jobs as they manifest themselves in the various styles and types of municipalities.

To illustrate this point, examine a hypothetical career path for a person just entering municipal life who has set the position of C.A.O. as a goal. The individual in this case will begin with a background in accounting, but with no formal designation.

John Doe assumes his first position in the finance department of a large urban municipality. His function is basically clerical and bookkeeping. He assumes it will be necessary to remain on that job for approximately two years to learn the day-to-day workings of municipal government, and to make the contacts necessary for advancement.

John Doe's first career move is to the position of deputy treasurer in a small municipality. The skills he developed in school and on the first job are all that are required for entry to the second job where more experience and techniques will be gained.

His third job is as an assistant in the finance department of a large municipality. He is now placed in the mid-management group and must start applying management skills. He must either develop or learn these skills while on the second job, but there is no profile of what management is in order for him to compare his existing skills and fill in the gaps.

John Doe will find the same problem with each successive career-ladder step he takes. There will be no description of the skills required. He will be able to assume, generally, that he will have to increase his accounting ability, perhaps through a formal designation, and enhance his managerial aptitudes, perhaps through experience or through courses and seminars. John Doe's major problem will come in identifying the skills he should acquire before seeking the position of C.A.O.

The functions performed by the person who holds the title of municipal treasurer range from basic bookkeeping, in very small municipalities, to economic analysis, in the very large. There are different levels of "treasurers".

The management responsibilities of the treasurer's functions also vary from municipality to municipality. In a system with a C.A.O., the treasurer will have some responsibilities different from those in an organization involving team management. Systems used in the management of personnel may increase in sophistication with the size of the municipality. Reporting relationships may be to

council, a committee of council, a C.A.O. or other co-ordinationg official, or the head of council. The municipality may demand only administrative duties of the treasurer, or comprehensive policy recommendations.

If these levels were identified by statements of the degree of accounting proficiency desired, as well as the non-finance, managerial elements of the job, John Doe would be greatly assisted in developing his career plans.

A third major variable is the council-staff relationship which varies from municipality to municipality. Many councils, usually in smaller municipalities, assume both the policy-making and management responsibilities. All, or nearly all, decisions are made by council. In larger centres, councils generally assume only the policy-making role, leaving policy-generation and administration to the management staff.

If John Doe was to have the maximum assistance in planning his career, he would require:

- an identification of the various "levels" of expertise required for the different types of positions;
- job profiles and skills analyses for the various levels;
- identification of the responsibilities demanded of the position according to the nature of the organization and according to the method by which management is divided between staff and council.

Join A.M.C.T.	Serve as member of non- municipal groups and assume additional duties on the job.	Develop a reputation as an innovator - serve on association committees or executive groups.	Join Ontario Public Buyer's Association. Find a good chief - learn management by osmosis and make your superior look good at the same time.	Take short courses and seminars in the management techniques. Revitalize communication skills.	Join O.M.A.A. Make sure your sub- ordinates are keeping abreast of municipal develop- ments and conveying their combined knowledge to you.	You win! Now relax and concentrate on developing your profession.
BOOKKEEPER ESSA TWP. (2 YEARS)	DEPUTY TREASURER (3 YEARS)	BUDGET MANAGER BARRIE (3 YEARS)	HEAD OF PURCHASING WINDSOR (4 YEARS)	ASSISTANT TO C.A.O. HAMILTON- WENTWORTH	CLERK CO- ORDINATOR GUELPH (6 YEARS)	C.A.O. THUNDER BAY
Take book- keeping course and A.M.C.T. course.	Take accounting program through S.I.A. and assume responsibi- lity for purchasing.	Take course in purchasing and some management courses.	Enroll in M.BA or M.PA program. Develop skills in policy recommend- ation. Become professional.	Read as much as possible about the discipline of manage- ment and new techniques being applied. maintain close contact with peers in other municipali- ties.	Establish manpower plan for Guelph and assist council in setting staff training and development policies.	Insist on subordinates developing careers at a rate equal to your continuing development.

JANE DOE, AGE 23
M.BA, NO EXPERIENCE

Join Ontario Municipal Personnel Officers Association - serve on committees	Develop a reputation as an innovator - serve on association committees or on the executive groups.	Find a good chief - learn management by osmosis, and make your superior look good at the same time.	Join O.M.A.A. - attempt to develop functional policy on role of council and administra- tion in the management process in Thorold.	You win! Now relax and concentrate on developing your profession.
Join A.M.C.T.	DEPUTY CLERK OF HALIBURTON (5 YEARS)	PERSONNEL CHIEF - NORTH YORK (3 YEARS)	C.A.O. THOROLD (5 YEARS)	C.A.O. PEEL
COMMITTEE SECRETARY OSHAWA (2 YEARS)	Take manage- ment courses and personnel courses. Develop contacts with peers.	Establish a manpower plan and institute new, short, in-home training programs for junior mana- gement. Take outside courses in management concepts.	Develop a method of policy recommend- ation which includes all feasible alternatives, but points firmly in one direction.	Take short courses and seminars in management techniques. Revitalize communication skills.
Take accounting - finance course.	Insist on subordinates developing a careers at a rate equal to your continuing development.			

CAREER PLANNING SYSTEMS

In Ontario, career planning is perhaps best known as it exists in the "branch plant" operations of large companies. Usually, in private enterprise, the organization's demand for administrative and management staff necessitate the development of careers through upward movement from small branch to large branch to head office. It is generally the organization, not the individual, that prescribes the career plan.

There are many organizations today that are discussing career plans with their individual employees in an attempt to determine the goals and ambitions of the individual, and the best method by which those goals can be matched to the organization's goals.

In the U.S.A.

In Ontario, there is a near dearth of career planning in local-government circles. The only functioning career planning, other than within specific municipalities, is that which is conducted by the Academy for Professional Development for members of its parent organization, the International City Manager's Association. Only 34 Ontario municipal managers belong to this association.

The Academy's specific objectives are to assist members in planning a personal growth pattern, to establish guidelines for members to follow in developing as professionals, to assess the effectiveness of education and training

opportunities, and to recognize members who achieve their own professional-growth goals.

When an individual approaches the Academy, his background and talents are assessed. He identifies a career goal. The Academy outlines the background which will have to be acquired for that type of job, and helps the individual form a program of education, training, experience, and innovation which will meet the requirements of the career goal.

Memberships in the Academy follows acceptance of the individual's professional development plan by the Board of the Academy, and lasts for five years. Another professional development plan must be filed if the individual wishes to renew membership.

All professional development plans are tailored to the needs of the individual. Some flexibility can be built in to allow for directional changes in the career of the individual.

In British Columbia

A study of municipal management needs and resources just completed in British Columbia, has recommended a career counselling service.

"Whatever concept of career education for Municipal Administration is adopted, a counselling service for existing municipal staffs is desirable. The rationale of this is that, especially in small towns, the department

heads or officials on staff may not find it easy to assess the value of the existing training and education qualifications of a staff member, or, without psychological testing, of his potential, and to recommend the soundest course of action for the further education of that staff member. This proposed Counselling Service could be decentralized into various areas of the province, with a central point of reference for the assessment of difficult circumstances in terms of career goals or education attainment... With the implementation of a new career education programme, interpretation and exemplification to any particular staff individual will obviously be required, frequently on an interview basis."³

In Quebec

In Quebec, L'Ecole Nationale D'Administration Publique, through its Centre de Perfectionnement des Administrateurs du Sector des Affaires Municipales, performs an advisory function for municipal organizations to assist in the analysis of training and development needs, as well as the design, implementation and evaluation of training and development activities.⁴

³British Columbia Municipal Management Development Programme Final Report - July, 1976, prepared for the British Columbia Municipal Administration Education Council by Norman E. Brown and John C. Oliver, Victoria, B.C. 1976, p. 70.

⁴Municipal Management Development, Program Report - July, 1976, program sponsored by the Institut of Public Administration of Canada et al, submitted by Walter Tuohy, Toronto, 1976, p. 32.

In The Maritimes

An element of career planning, a central organ for recruitment, has been established for the three Maritime Provinces through the Maritimes Municipal Training and Development Board. This program has been noted on Page 24 of this report.

CONCLUSIONS

1. Career planning is very difficult for municipal managers.
2. Professionalism in municipal management circles is in a formative stage, although the necessity for full professionalism is widely recognized and many managers are considered professional by themselves, their colleagues, and their councils.
3. The demand for career professionals in municipal management is already high and is expected to increase.
4. Other jurisdictions, faced with the problems noted above, have established formal career planning mechanisms to assist in overcoming the problems. Some Canadian jurisdictions are now introducing career planning, or elements of career planning, to municipal management.
5. If career planning is to be easily achieved by employees of local government and is to be recognized as a major element in the development of a fully professional cadre of municipal managers, it will be necessary for both employees and employers to recognize municipal government as a single, corporate employer.
6. There is no rational career ladder, nor any predictable pattern, by which careers can be planned. There is little in the way of evaluation of the relative worth of jobs, either inter-municipal or inter-discipline. There is no common approach to the relative demands, skill requirements or salaries associated with similar jobs. There is no recognizable pattern of progression.
7. Career planning cannot be introduced "from above", but must result from a demand made by practitioners through their associations.

WHAT NEEDS TO BE DONE?

This paper has suggested there is an immediate need for career planning in the field of municipal management. It has also suggested that career planning will not be fully viable until it has been agreed upon and implemented by individuals, associations, disciplines, and municipalities.

To foster career planning, these questions, among others, will have to be answered:

By Individuals

- should municipal managers and those heading into municipal management consciously develop career goals and plot the steps to that goal?
- should individuals recognize municipal management as a discipline, and join with peers in making it a formal discipline?
- should municipal managers and educators establish continuing contact in an attempt to make certain that municipal-management teaching is fully relevant and that management responds positively to techniques and ideas that are being taught?

By Professions or Associations

- should the disciplines recognize management as being an integral part of their work, and include education in the topic as a requirement for practising in the discipline?
- should the groups and associations assume a leading role in identifying new techniques and ideas relating to their field, and make this information available to the practitioners?

- should the professional groups and associations establish internal career-planning assistance for their membership, including such things as predictions of the number of type of jobs which will be available, the background which will be necessary for these jobs, and a regular recruitment/job-vacancy journal or newsletter?
- should groups and associations develop and maintain an active exchange among themselves and adopt a common approach to the subject of management?

By Municipalities

- should municipalities recognize movement of individuals between municipalities as a prime method of developing managers, and think of municipal employees as belonging to a single labour force instead of 835 employment units?
- should municipalities work toward common salary ranges and benefits for the various types of management positions, ones which recognize the relative degrees of responsibility vested in these positions?
- should municipalities consciously establish methods, both within their jurisdiction and on an inter-municipal basis, to assist staff members in developing the skills and talents necessary for management?

By Other Organizations

- should organizations with a direct interest and responsibility for municipal management, such as educational institutions and the Provincial Government, assume a role of leadership in fostering career planning for municipal managers?
- should these groups identify actions they feel are required, and initiate these actions if they are not initiated by other groups or individuals?

